

## DEVELOPING ARMY CIVILIAN STRATEGIC LEADERS FOR THE 21<sup>ST</sup> CENTURY

BY

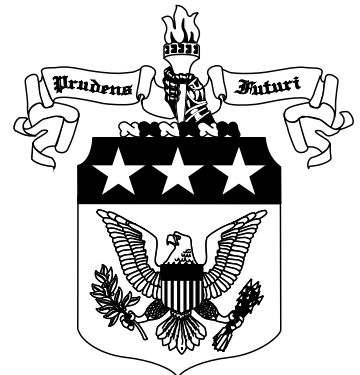
COLONEL JOHN D. CUSHMAN  
United States Army Reserve

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U.S. Army War College, Carlisle Barracks, PA 17013-5050

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# **PROPERTY OF U.S. ARMY**

USAWC STRATEGY RESEARCH PROJECT

## **DEVELOPING ARMY CIVILIAN STRATEGIC LEADERS FOR THE 21<sup>ST</sup> CENTURY**

by

Colonel John D. Cushman  
United States Army Reserve

Colonel F. Scott Main  
Project Adviser

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U.S. Army War College  
CARLISLE BARRACKS, PENNSYLVANIA 17013

## **ABSTRACT**

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During this time of persistent conflict, the Army Civilian Corps (ACC) is heavily relied upon to provide support to the Soldiers of the Operational and Generating forces. To support these Soldiers the Army leadership knows it is important that all members of the Army, including Army Civilians, have the same set of core Values. That being said, the Army Civilian strategic leaders have reevaluated the manner in which Army Civilians are professionally educated. The Army Civilian strategic leadership realized it needed to reform the education and developmental process for the ACC of the future. It is equally important to ensure that a major emphasis is placed on attending the developmental courses offered to the ACC. Emphasis by strategic leaders on the Civilian Education System, (CES) will reinforce the value of education initiatives to ACC members and the continued internalization of Army Values, thereby creating a better workforce more capable of sustaining the Army force, and developing Strategic Leaders for the 21<sup>st</sup> century.

## DEVELOPING ARMY CIVILIAN STRATEGIC LEADERS FOR THE 21<sup>ST</sup> CENTURY

Department of the Army (DA) Civilians have made up a significant part of the Army since 1775. The Army strategic leadership realized in 2005 there was a need for a reform of the education and developmental processes for members of the Army Civilian Corps (ACC) of the future. During this time of persistent conflict, the ACC has a greater burden of responsibility than ever to provide support to the Soldiers of the Operational and Generating forces. The Army leadership knows it is important for the Army Civilian workforce to have the same set of Values that Soldiers are required to have to better support them. In fact, then Secretary of the Army, Pete Geren and Chief of Staff of the Army, General George Casey stated, "Our Army is the Strength of the Nation, and this strength comes from our values, our ethos and our people-our Soldiers and the Families and Army Civilians who support them."<sup>1</sup> The Army's strategic leaders must emphasize the importance of these values to the ACC in their formal education system. It is equally important to ensure that major emphasis is placed on attending the developmental courses offered to the ACC as well. Throughout the course of this paper, the term 'The Army's strategic leaders or leadership' is used. For clarity sake this includes both military and civilian strategic leaders.

Therefore, addressing the issues mentioned above is imperative. What shortfalls exist in current training and educational programs of the ACC workforce as it relates to Army Values and how important is it to internalize these values in order to be a part of the total Army Team? What should the Army's strategic leaders do to make this happen? This paper posits that strategic leaders, both military and civilian, must internalize the Army Values and demonstrate they live these Army Values to their

subordinates. Furthermore, emphasis is needed in the Civilian Education System (CES) by reinforcing these Army Values and how they affect ethical behavior to the Civilian workforce. Lastly, having a Strategic Communications plan links how internalizing the Army Values contributes to creating a better workforce more capable of sustaining the Army force.

In order to understand how this can be done, this paper first looks at the impetus of how Army Values got started and what this internalization process consists of. Next, it addresses the oath all Army Civilians must take upon entry into Civil Service and the newly established Army Civilian Creed and what they both represent. It also reviews the current CES in detail and explains its shortcomings as the Army continues to grow ACC Leaders in the 21<sup>st</sup> Century. Lastly, this paper also focuses on the ethical issues surrounding Army Civilians and how Army Values and sound ethical decisions are linked.

### Army Values-Background

Back as early as 1985, former Secretary of the Army, the Honorable John O. Marsh Jr., and former Army Chief of Staff, General John A. Wickham, proclaimed Values as the Army theme for 1986. In their joint proclamation they stated that, "Values are the heart and soul of a great Army...From values we draw purpose, direction, vitality and character-the bedrock of all that we do in the Total Army".<sup>2</sup> Department of the Army leaders revised their doctrinal leadership manual twice during the period 1990 to 2006. Field Manual (FM) 22-100, Military Leadership was published in 1990 and later its title was changed to Army Leadership in 1999. This 1999 revision attempted to include Army Civilian into the Army's doctrine of leadership training. The Army Strategic Leadership understood the important role of the Army Civilian as a part of the Army

Team and embraced it as a part of the Total Army Force. It also established the doctrine of how Army Values form the basis of character for all who serve in the Army.

The latest revision, FM 6-22, Army Leadership-Confident, Competent and Agile was published in 2006. The preface to the manual describes how this was a time of evolving Army doctrine that supported the Army's capstone manuals, FM 1, "The Army" and FM 3-0, "Operations". It further stated, "It establishes and describes the core leader competencies that facilitate focused feedback, education, training, and development across all leadership levels. It reiterates the Army Values."<sup>3</sup> Army leadership begins with what the leader must **BE**—the values and attributes that shape character.<sup>4</sup>

Since 1998, Army Core Values received their impetus from the Army's Character Development XXI initiative.<sup>5</sup> Sometime between 1994-1998, Chief of Staff of the Army, General Dennis Reimer, directed the Deputy Chief of Staff Personnel, Lieutenant General (LTG) Theodore Stroup and later LTG Frederick Vollrath, to create an overall theme of character development. This initiative served as the foundation of the seven Army Core Values (Loyalty, Duty, Respect, Selfless Service, Honor, Integrity and Personal Courage). This character development initiative and the new Army Values would be embedded and linked to the Army's overall doctrine and training philosophy, starting with FM 22-100 (1999), Initial Entry Training for Soldiers, and part of the initial civilian education system for supervisors known then as the Leader Education and Development Course (LEAD). It also included the revision of the Officer and Non-Commissioned Officer (NCO) evaluation report and the Army Civilian evaluation report.<sup>6</sup> Conceptually it was a leader's responsibility to teach these Army Values through their



own behavior. In essence, it is not espoused values, what leaders say, as much as it is enacted values, what leaders do, that impacts and influences their subordinates. Army Civilian strategic leader's attitudes, behaviors and beliefs are based on a set of values that are all interrelated and affect each other.

In Training and Doctrine Command, drill sergeants and instructors teach IET Soldiers how to be warriors but in TRADOC the sense of the Army as a values-based institution also begins. Every member of TRADOC – Soldier and Civilian – is responsible for living and mentoring others in the Army Values.<sup>7</sup>

### The Internalization Process

It is imperative to understand what the term internalize means and the cognitive or behavioral processes involved in internalization. Internalize is defined as, "...to give a subjective character to; *specifically*: to incorporate (as values or patterns of culture) within the self as conscious or subconscious guiding principles through learning or socialization."<sup>8</sup> The Army uses this definition of internalize with regards to Army Values.

The internalization process encompasses three phases: compliance, identification and finally internalization.<sup>9</sup> Compliance occurs when a person acts in a specific manner based solely on the anticipated reward or punishment.<sup>10</sup> An example of this is when parents raise their children emphasizing certain "rules". If a child strays far from the "rules" they are punished and when they behave within the "rules" they are rewarded. In the Army, the internalized "rules" form the behavioral basis of how Army Civilians and Soldiers conduct themselves in everyday business. These rules usually have ethical overtures that this paper will later address.

Identification occurs when a person acts in accordance with the values of the group to become a full member of the group.<sup>11</sup> In general, people tend to gravitate towards an organization based on similar beliefs, attitudes, and values. Army Field

Manual 6-22 states, “Beliefs matter because they help people understand their experiences. Beliefs are convictions people hold as true.”<sup>12</sup> While this paper states that people generally want to belong to organizations based on these similar beliefs or values, it is also understood that some join the Army workforce without even understanding the core values of the Army. Some people join the Army because the associated civilian profession they practice appeals to them. The job just happens to be with the Army. It is during the phase of identification that the people who join the Army are introduced to these core values and beliefs.

The final phase of the Internalization process is internalization itself. Internalization occurs when a person adopts the sets of values, beliefs or attitudes as their own.<sup>13</sup> In essence, it is the integration of the value(s) as a part of one’s core value set. This involves a person behaving in a specific manner that represents both individual and organizational values because he or she TRULY feels that these behaviors are the way one should act.

Values are the embodiment of what an organization stands for, and should be the basis for the behavior of its members. However, what if members of the organization have not internalized the organization’s values? Obviously, a disconnect between individual and organizational values will be dysfunctional.<sup>14</sup>

A disconnect of shared values will have a negative impact throughout the local ACC workforce. Internalizing the seven Army core Values bonds Army Civilians to the Soldiers they are supporting every day as Army Senior leaders and FM 6-22 have emphasized. By sharing Army Values, a bond is created and the oath of office is the beginning of the integration process of learning the Army Values.

## The Oath of Office

The first law of the United States of America, enacted in the first session of the first Congress on 1 June 1789, was statute 1, chapter 1: an act to regulate the time and manner of administering certain oaths, which established the oath required by civil and military officials to support the Constitution.<sup>15</sup> Title 5, Part III, Subpart B, Chapter 33, Subchapter II, Sec. 3331 holds the U.S. Federal and Military Officer Oath of Office. This part of the United States Code (USC) states, "An individual, except the President, elected or appointed to an office of honor or profit in the civil service or uniformed services, shall take an oath of office." Below is this oath of office which also appears in FM 6-22:

I do solemnly swear (or affirm) that I will support and defend the Constitution of the United States against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same; that I take this obligation freely, without any mental reservation or purpose of evasion; and that I will well and faithfully discharge the duties of the office on which I am about to enter. So help me God.

Oath of office taken by commissioned officers and Army civilians.<sup>16</sup>

It is important to note here how the oath of office that Army Civilians take and Army Values mesh together. In fact, Army Values link tightly with the content of the oath.<sup>17</sup> In the Air & Space Power Journal, Winter 2002 edition, Lieutenant Colonel Kenneth Keskel, USAF explained how each service of the military can trace their values to each section of the oath.<sup>18</sup> The following is a phrase by phrase analysis of how the Army Civilian Oath of Office and Army Values are intertwined:

**I, (name), Do Solemnly Swear (or Affirm).** Starting with the identification of the individual taking the oath, signifies personal responsibility and accountability for one's actions to that oath. Taking an oath is not just some random act but a sincere gesture

that symbolizes that individual's personal interests are second to something higher than themselves.

**That I Will Support and Defend the Constitution of the United States Against All Enemies, Foreign and Domestic.** The values of Selfless Service, Loyalty and Personal Courage are highlighted here. For an Army Civilian the important thing to understand is that they may not be called upon to physically take up arms to fulfill this part of the oath but that they understand the symbolic importance of which they are committing themselves to. In most cases, it is to support the Soldiers through their profession in the Institutional or Generating Forces so Soldiers can do their jobs.

**That I Will Bear True Faith and Allegiance to the Same.** The values of Selfless Service and Respect are addressed in this part of the oath. Army Civilians must always remember they are part of a larger organization and it is critical for them to demonstrate these Army Values in their actions every day. This helps their subordinates understand it is not about allegiance to their boss but to the larger organization, country and the Constitution.

**That I Take this Obligation Freely, without Any Mental Reservation or Purpose of Evasion.** The values of Integrity and Honor are addressed in this part of the oath. Individuals freely take an obligation and give their word that they will do everything within their power to execute what they have promised. Taking this oath freely ensures their commitment to follow through with their promise.

**And That I Will Well and Faithfully Discharge the Duties of the Office on Which I Am about to Enter.** Duty is the value that is important here. Army Civilians and their leaders must perform their duties to the best of their abilities using what

knowledge and resources they have. It is both the leader's and worker's responsibility to identify if further education is needed to accomplish their mission. For example, if an Army Civilian is assigned to work on the Crisis Action Team of the Joint Staff and that person does not understand how Crisis Action Planning is done, it is the Army Civilian's responsibility to inform their chain of command. It is then, the leader's responsibility to ensure that the civilian employee gets the proper training to accomplish the mission.

**So Help Me God.** No specific Army Value is covered within this last statement, "However, American history is replete with examples of public appeals to a higher being for guidance and protection."<sup>19</sup>

### Civilian Creed

On 19 June 2006 the Secretary of the Army established the "Army Civilian Corps" (ACC) and the Army Civilian Corps Creed. This name unifies the Army civilian service and embodies the commitment of the dedicated individuals who serve as a fundamental part of the Army team.<sup>20</sup> The Army Leadership Manual states that Army Civilians are committed to selfless service in the performance of their duties as expressed in the Army Civilian Corps Creed.<sup>21</sup>

*I am an Army Civilian – a member of the Army team.  
I am dedicated to the Army, its Soldiers and Civilians.  
I will always support the mission  
I provide stability and continuity during war and peace.  
I support and defend the Constitution of the United States  
and consider it an honor to serve the Nation and its Army.  
I live the Army Values of Loyalty, Duty, Respect,  
Selfless service, Honor, Integrity, and Personal Courage.  
I am an Army Civilian.*

This Civilian Creed encompasses parts of the oath of office the Army Civilian takes and the Army Values. It is no coincidence that the Army's highest ranking Civilian, the Secretary of the Army approved this creed. It is through top leadership of

the Army Civilian Corps in which a change to the new civilian culture is being addressed. Edgar Schein, a well known author on organizational change, has a philosophy on the changing of organizational cultures. Changing a culture requires the use of what Schein calls, embedding and reinforcing mechanisms.<sup>22</sup> Here the Secretary of the Army decided to use the Civilian Creed as a reinforcing mechanism that relates to the use of formal statements of organizational philosophy, creeds, and charters. The Civilian Creed is clearly that reinforcing mechanism that invokes change to the culture. Adding the Army Values statement to this creed ties the Army Leadership doctrine, FM 6-22 and the oath of office.

Strategic Communication by the Secretary of the Army is critical to ensuring that this Army Values message gets out from its leaders to the workforce. The newest advertising campaign, ARMY STRONG, serves as the means of communicating the Army strategic leader's message to all members of the Army Team and the general population of the United States. On 9 April 2009, the Army placed an ARMY STRONG advertisement on line. The following is an excerpt from that piece;

A lot goes into being the Strongest Army on the planet. Part of that success lies within the strength of our Civilian employees. They play a vital role in keeping our Army moving. In short, Army Civilians make our Army Strong!<sup>23</sup>

This two minute video displays the Army Civilian Creed along with footage of Army Civilians performing their jobs in support of the Army. The consistent theme regarding Army Values is portrayed throughout. One thing is clear, "The articulation of the Civilian Creed...is critical to guide Civilian Corps transformation".<sup>24</sup>

Therefore, up to this point the author has introduced how the new Army Values received their impetus from the Army's Character Development XXI initiative and the

internalization process that is necessary for all members of the Army Team, including strategic leaders, to embrace the Army Values as their own. The author also discussed how the Army Values are intertwined in the Oath of Office Army Civilians are required to take upon entering Civil Service. Lastly, the author detailed how the Civilian Creed further reinforces the Army Values. The author now examines the current CES in detail and explains its shortcomings as the Army continues to grow ACC leaders in the 21<sup>st</sup> Century.

### Civilian Education System

On 6 July 2005, Headquarters, Department of the Army (HQDA) established the Review of Education, Training and Assignments for Leaders Task Force (RETAL TF) to answer the central question, “How should the Army develop its military and civilian leaders who will serve in both operational and institutional capacities, to become *pentathletes* needed to operate and win in this new environment [21<sup>st</sup> Century national security environment]?”<sup>25</sup> The term Pentathlete, is used as a metaphor that describes strategic leaders as having multiple skills such as; as strategic thinkers, builders of teams, statesmanship, and understanding the cultural context as well as having leader attributes such as; setting the standard, being empathetic, professionally educated and dedicated to life-long learning, and being an effective communicator to mention a few of these skills. The RETAL Task Force was broken down into three teams: officer (including warrant officers), non-commissioned officer and civilian populations of the Army. This paper focuses on the RETAL Civilian Team Report published in May 2006 and how it has impacted the CES and overall development of the Army Civilian *Pentathlete*. The RETAL report begins by stating,

Civilians have become the bedrock of the Institutional Army. The changes in roles of civilians are so great that it is time to invest in this critical asset to build the necessary competencies and capabilities required to meet the new leadership challenges.<sup>26</sup>

The Army has always had civilians as a part of its organization. What makes this any different now than before? The fact of the matter is the Army Civilian, especially at the senior levels, GS-13 and higher, is being asked to do more than ever before. They are filling more senior military level positions with greater levels of responsibility due to the increasing demands of the Operational Army. Because of this, the RETAL team modified the Pentathlete model somewhat in order to resonate better with Army Civilians.<sup>27</sup> The following chart is a representation of the new model.

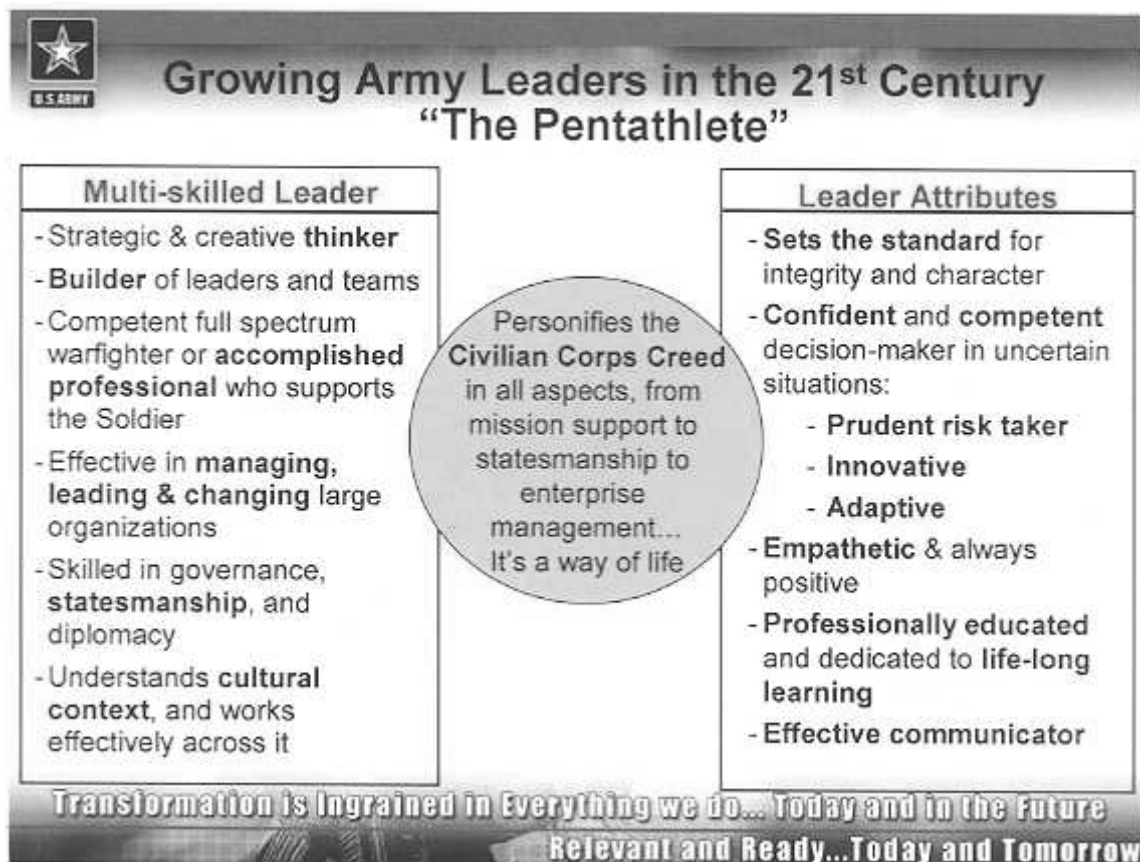


Figure 1



This model clearly depicts exactly what strategic Civilian leaders skills are needed in order to be successful in today's ACC. By stating how it "Personifies the Army Civilian Corps Creed in all aspects..." the model fully supports the author's assertion that the Pentathlete or Senior Army Civilians must first internalize the Army Core Values. The question now becomes, how do civilians start the process of internalizing Army Values and achieve it? According to the RETAL report, "...the report addresses the need for a robust, well-managed, integrated, and sufficiently resourced system to develop the Civilian Corps and Pentathlete leaders".<sup>28</sup> This is where the new Civilian Education System was born from. It further states, "It must provide for both functional and leader development opportunities as well as the developmental assignments and self-development opportunities necessary to develop the kind of workforce and leaders necessary to meet the challenges of the transforming Army in the 21<sup>st</sup> Century".<sup>29</sup>

Where will these future strategic leaders come from? There are two sources; one is from the outside the Department of the Army and the second from the within the Department of the Army. According to the Army Assistant G-1 for Civilian Personnel statistics, approximately 43% of these (outside) positions Army wide (most of which are leader positions, GS-13 and above) are being filled by former military members.<sup>30</sup> This is a significant number of strategic leaders coming from outside the ACC. Those workers within the ACC may feel their chances of advancement hindered if this trend continues. In the author's opinion, this affects the motivation of career Army Civilians from even attempting to aspire to reach strategic levels knowing their chances are significantly less. The RETAL study supports this statement by stating, "Civilians who

are ambitious and career oriented must be able to see a path to top leadership positions in the Army or they will perceive a ceiling beyond which they need not aspire."<sup>31</sup> Those interested in these strategic positions must have a system in place to help develop them so they can be promoted to these strategic positions.

The RETAL study also focused on the Civilian Corps Development System (CCDS). The report states, "The Army does not have a Civilian Corps Development System (CCDS) that is well-managed, integrated, or sufficiently resourced to develop civilian Pentathletes for leadership roles in the Institutional Army".<sup>32</sup> A previous study done in 2003 conducted by the Army Training and Leader Development Program - Civilian Implementation Plan (ATLD-CIV) reached the same conclusion. This aforementioned study came up with recommendations organized around four imperatives, of which two were; Lifelong Learning and Army Culture. Under the Lifelong Learning imperative the ATLD-CIV concluded to, "...make it the standard; revamp career management with 'gates' for progression, and build an all-encompassing Army Education System".<sup>33</sup> The Army Culture imperative included, "Integrating civilians fully into the Army culture – mentally, physically and emotionally – recognizing differences but embracing commitment to our national defense mission."<sup>34</sup> Unfortunately, while some of the recommendations were enacted the majority of recommendations were not. This was principally due to funding constraints and senior leader's lack of prioritizing the recommendations. Strategic Leadership must find the funding and commitment to ensure this does not happen again. Bottom line, "Commitment of resources from the very top levels of leadership is imperative for the success of any leader development system".<sup>35</sup>

Communicating the ACC senior leadership's commitment to changing what was wrong in the past, is one way to gain credibility with the workforce. The other is to support it through resourcing, which includes monetary resources as well as the time spent by strategic leaders addressing the shortfalls previously ignored. It is important to note that as this RETAL report was being conducted,

...a Civilian Leader Development office was established in the Army G3 and...four people have been working to institutionalize civilian leader development as an imperative within the existing Army system. They have been working on policy and creating visibility of the civilian leader development issues.<sup>36</sup>

The previous leader development program was not progressive in nature and only addressed three categories of personnel; new interns; new supervisors and managers; and GS-12-15's. The rest of the workforce was left out of any leader development training. They did however; have training in their functional areas as required. The new CES program was designed to be progressive in nature and requires Army Civilian employees to advance from the first level courses before taking the second course, etc. Army Civilian employees may be exempted from certain courses based on their previous education and experiences. Since this was an Army G3 responsibility they tasked TRADOC, to the Combined Arms Center (CAC) and finally to the Army Management Staff College (AMSC).

On December 29, 2006, Lieutenant General James J. Lovelace, Deputy Chief of Staff, G-3/5/7 in memorandum titled, Developing Army Leaders for the 21<sup>st</sup> Century – Civilian Education System stated,

The transformed Civilian Leader Development courses begin with a kick-off event at AMSC, Fort Belvoir on 22 January 2007. I am certain the new education system will help develop strong, adaptive, and innovative civilian leaders so critical to the Army's mission. I challenge the Civilian Corps, as leaders, to become a highly educated workforce and actively

seek educational opportunities through self-development and formal education. As you make your career choices, CES will provide a foundation of quality education and professional development, required for your advancement and successful job performance.<sup>37</sup>

The Army CES program is broken down into five distinct courses that are progressive and sequential. They are; Foundation Course, Basic Course, Intermediate Course, Advanced Course, and the Continuing Education for Senior Leaders. Each is described below.

#### Foundation Course

It starts off with the Foundation Course. This course must be taken by all Army Civilian employees, regardless of grade, i.e., GS1 to GS 15, who were accessed into the ACC **after** May 2006. All other employees were grandfathered from taking it. This is a 57 hour distance learning (dL) course. According to the Dr. Adrienne Slaughter, Professor of the Foundation Course, Army Values are introduced in Module 1 and cover two specific lessons.<sup>38</sup> This comprises of two hours out of 57 that are covered. However, other lessons in those 57 hours contain specific developmental outcomes that include Army Values.

#### Basic Course

The second course is the Basic Course. Those eligible for the course include: Army Civilians in permanent appointments (required), DoD leaders, Active Duty Military supervisors of Army Civilians, and local nationals. This course is designed for Army Civilians who exercise direct leadership to effectively lead and care for teams.<sup>39</sup> According to Mr. John Plifka, Director, Basic Course, Army Values are blended throughout the curriculum, largely when ethical courses are being taught through 40

hours of dL and during a Values and Ethics workshop conducted the second week of the two week resident course at Fort Leavenworth, KS.<sup>40</sup>

### Intermediate Course

The third course is the Intermediate Course. Those eligible for the course include: Army Civilians in permanent positions to supervisory or managerial positions (required), military supervisors of Civilians and other DoD employees, and local nationals. This course is designed for Civilian leaders who exercise direct and indirect supervision of other employees. This course is comprised of 44 hours of dL and 3 weeks of resident instruction at the AMSC, Fort Belvoir, VA.<sup>41</sup> According to Mr. Jack Hart, Director, Intermediate Course, there are no specific lesson plans on Army Values. However, they do read certain portions of FM 6-22 so they are exposed again to Army Values. Students discuss Army Values as they relate to an organization's values and vision. He further goes on to discuss that during the dL phase, while no lessons exist specifically on Army Values they are discussed as they relate to an effective leader. Lastly, in the three week resident phase, students constantly discuss Army Values, especially as they relate to a Civilian leader's behavior.<sup>42</sup> This is vital training for these leaders who exercise direct and indirect supervision of civilian employees. This goes back to the espoused and enacted values of a leader. When the workforce sees a leader of theirs prove by example that they do what they say, especially in regards to following the Army values, the workforce will generally do likewise.

### Advanced Course

The fourth course is the Advanced Course. Those eligible for the course include: Army Civilians in permanent positions in the grade of GS 13-15 or equivalent (this is the first course that specifies a minimum grade requirement, all other courses are grade

immaterial), military supervisors of Civilians and other DoD employees, and local nationals. This course is designed for Civilian leaders who exercise predominately indirect supervision. This course is a combination of 63 hours of dL and 4 weeks of resident instruction at AMSC, Fort Belvoir, VA. It is only open to GS-13 -15 or equivalent grade personnel.<sup>43</sup> According to Mr. Bruce Burslie, Director, Advanced Course, the Advanced Course contains specific developmental outcomes that include Army Values. In addition to this, an ethical theme is the backdrop to everything they teach. For example, the opening ceremony consists of a video demonstrating the Army Civilian role. Then, the oath of office is re-administered by the Commandant of AMSC. Also, at the end of the Learner's Guide, a document that all students are given, there is the Army Management Staff College HONOR CODE which states: "The Army Management Staff College is committed to Army Values as outlined in FM 6-22, Army Leadership. Inherent in these values are integrity and ethical conduct."<sup>44</sup>

#### Continuing Education for Senior Leaders (CESL)

The last course is the Continuing Education for Senior Leaders. Those eligible for the course include: Army Civilians GS 14-15; Lieutenant Colonels and above, Chief Warrant Officers 4 & 5, Command Sergeants Major, Sergeants Major who supervise Army Civilian supervisors and managers. According to the AMSC website, attendance involves 40 hours of dL and a one-week resident course. The CESL course offers a participatory environment where senior leaders discuss current issues and challenges facing Civilian and Military leaders and provides a continuing education program on specific topics.<sup>45</sup> Specific topics include (not all inclusive): cultural and generational diversity, moral development/ethical dilemmas, cultural well-being of organizations, knowledge management and strategic thinking. This course serves as the capstone for

the CES program. Other senior Army Civilian leaders are also encouraged to attend any of the Senior Service Colleges as well.

#### CES Enrollment and Course Completion Overview

Clearly, the Army Management Staff College is doing all it can to support the Secretary of the Army's position as it relates to Army Values and developing the strategic Army Civilians, of the 21<sup>st</sup> Century. Mr. Roy Eichhorn, Director of Research and Development, AMSC Fort Belvoir, VA, provided statistics that demonstrate there is room for improvement regarding commitment from strategic leaders and supervisors towards participating in the new CES program with their employees. All course statistics are as of 31 December 2009.<sup>46</sup>

Since inception of CES in 2007, the Foundation Course graduated 5,238 students of the 16,557 who enrolled. This constitutes an overall course completion rate of 31%. This is a significant shortfall of personnel not finishing the course, which is mandatory for new employees. Currently no mechanism is in place to hold the employees accountable who don't finish the course as required or for that matter their supervisors.

The following several paragraphs provide statistics of the Basic, Intermediate and Advanced Courses of quotas, applicants, attrition and graduates for the 1<sup>st</sup> Quarter of Fiscal Year (FY) 2010. Table 1 below depicts these statistics.

CES Course	1 <sup>st</sup> QTR FY 10 Quotas	# of Applicants	Approved Withdrawals	No Shows	# of Graduates	% of Graduates
Basic	558	517	226	4	287	51%
Intermediate	448	178	67	5	106	24%
Advanced	80	77	52	0	35	43%

Table 1

From the beginning of Fiscal Year 2010, the Basic Course started with a total of 2,235 quotas of which there are 1,318 applicants for seats. Each quarter there are three resident courses of two week duration. During the 1<sup>st</sup> Quarter of FY 10, there were 558 quotas of which 517 applied for seats at the three resident courses. There were 287 graduates for a 51% graduate to quota relationship. A total of 226 applicants withdrew their applications and an additional four personnel did not show for any of the resident courses.

The Intermediate Course offers three resident courses of three week duration each quarter. The first quarter had a total of 448 quotas of which there were 178 applicants for seats. There were 106 graduates for a 24% graduate to quota relationship. A total of 67 applicants withdrew their applications and an additional five personnel did not show for any of the three resident courses.

For the Advanced Course, there are 320 seats for FY10, four classes of 80 seats per quarter. There are a total of 313 applicants, of which 154 have reservations throughout the fiscal year. The first quarter had a total of 80 quotas of which there



were 77 applicants with reservations for seats. There were 35 graduates for a 43% graduate to quota relationship. A total of 52 applicants withdrew their applications or cancelled their reservations. There were zero no shows for this quarter's course. For the FY there is an additional 107 people on the wait list for the Advanced Course. According to Mr. Eichhorn, he stated, "Historically they don't attend or follow through with the dL piece, a prerequisite to attend the resident phase".<sup>47</sup>

These statistics are considerably worrisome to the Combined Arms Center, the Army G-3/5/7, the Army G-8, and the Assistant Secretary of the Army, Financial Management & Comptroller (ASA, FM&C). The leaders of these organizations and Army Staff entities are asking the AMSC why the seats aren't being filled. However, the question is being asked of the wrong people. The strategic leaders of the organizations that aren't allowing their people to attend the CES courses should address why the seats aren't being filled. There should be some mechanism that holds these strategic leaders accountable for not allowing their civilian workforce the opportunity to get the necessary leader development training available to Army Civilians.

According to the Army Civilian Education System Policy guidance dated November 2006, published by DCS, G-5/7/9 Training Directorate, Army organizations that employ Civilians are responsible for ensuring Army leader development policy is implemented in accordance with Army guidance.<sup>48</sup> It also states that supervisors and managers are responsible for the training and education of civilian employees, recommending employees for training, coaching and counseling employees and setting performance objectives that include training and educational opportunities.<sup>49</sup> In addition to this they must also ensure priority is given to scheduling employees for required

training, including completion of Distributed Learning (dL) on duty time and attendance at resident phase of Basic, Intermediate and Advanced courses.<sup>50</sup> Department of the Army centrally funds these courses; therefore, the interest of ASA, FM&C and the G-8 is considerable.

The AMSC conducted a survey of 1,800 DA Civilians between FY 07-09. The following statistics support the trend of concern by strategic leaders regarding attendance at these CES courses.<sup>51</sup> Sixty-two percent of those polled said that they believed their workload would prevent them from attending any CES courses. Thirty-two percent indicated that lack of supervisory approval would keep them from attending any CES courses. Eighty-three percent of the 1,800 respondents said that job work load precludes them from doing any CES, including dL. This survey was conducted for statistical analysis. The results demonstrate that employees and supervisors feel mission support requirements supersedes personal development. Army strategic leaders, both military and civilian, must ensure that all Army Civilians have the opportunity to attend these specific leader development courses. While there is no shortage of funding resources, there is a shortage of leadership commitment from the organizations controlling the prospective students.

Unlike the military professional development program, where officers and non-commissioned officers must continue to receive military education in order to get promoted, there is no such requirement in place for Civilians. The Army strategic leadership must devise a plan that motivates the ACC population, or the organizations they belong to, to take advantage of the opportunities available. Currently, there are few incentives for participation in training and education, developmental experiences, or

self-development activities.<sup>52</sup> If these statistics continue, then where will the Institutional Army develop ethical leaders that are needed? Strategic Leaders must address the negative trend of attendance by the civilian workforce if these strategic leaders are sincere in developing Army leaders in the 21<sup>st</sup> century that will be able to handle the ethical dilemmas in the future.

## Ethics

Understanding ethical reasoning is important to the strategic Army Civilian. As stated earlier, Strategic Army Civilians are taking on more leadership positions in the Army. With these positions comes increased responsibility and authority. They are placed in more situations that require the use of the Army Values to solve many ethical dilemmas they will face in their new positions of leadership. The Army needs Civilians with strong character which encompasses Army values. Values help define our character and provide guideposts for personal character development and moral reasoning.<sup>53</sup> According to FM 22-6, “Adhering to the principles that the Army Values embody is essential to upholding high ethical standards of behavior”.<sup>54</sup> It also states, “Ethical conduct must reflect genuine values and beliefs. Soldier and Army Civilians adhere to the Army Values because they want to live ethically and profess the values because they know what is right”.<sup>55</sup>

Colonel Lee DeRemer, USAF, wrote a paper explaining two different, albeit there are more, ethical reasoning processes. The first was the deontological view of ethics or better known as principle-based choice. This body of “principle-based” or “act-based” ethics says that certain principles are worth upholding, because of their inherent merit and regardless of their outcome.<sup>56</sup> He goes on to state, “The deontological view of ethics holds that there is right and wrong behavior, that we can grasp it, and that we

should steer our actions toward right behavior”.<sup>57</sup> The second was the teleological view of ethics or results-based choice. This body of philosophical thought is based not on principles or actions, but on results, outcomes, or consequences.<sup>58</sup> DeRemer continues, “This viewpoint holds that the moral value in an act lies not in any inherent or universal truth, but in the outcome or consequence”.<sup>59</sup> DeRemer summarizes his viewpoints as follows:

With these two broad categories, the deontological and teleological views of ethics capture the two broad influences on us as we endeavor to make sound ethical decisions: principle-based ethical reasoning and results-based ethical reasoning. Understanding this simplification of a complex issue improves our self-awareness as we engage in this subset of strategic thinking can help us in reasoning through complex ethical dilemmas as senior leaders.<sup>60</sup>

How or where do Army Civilians get the ethical training to understand these fundamental concepts? Army Civilians get these concepts from two sources; their formal education and the organizations they belong to. Ethics training is a part of each of the five CES courses. The more robust ethics training occurs starting with the Basic Course’s second week of resident training. Mr. John Plifka, the AMSC course director stated,

...we address values and ethics (via a workshop during the second week of the two week course). However, please understand we are using an inquiry based learning approach that is different from most if not all other Army Training, Education, and development programs. In essence, the issue of values and ethics might come up numerous times during the course based on how the students are working toward a problem charge resolution.<sup>61</sup>

During this Values and Ethics workshop, 20 minutes are dedicated to Values Discussion and another 15 minutes to Ethical Decision Making. Then there is 50 minutes for two different ethical case studies culminating in 10 minutes of discussion on Team Ethical Climate. The course uses a document from Dr. Jack D. Kem, US Army

Command and General Staff College, titled, “The Use of the ‘Ethical Triangle’ in Military Ethical Decision Making”.

In the Intermediate Course, Mr. Jack Hart explained, “There is an ethical case study but the focus is not on values but rather on the factors effecting the decision maker’s decisions during the three week resident phase”.<sup>62</sup>

Lastly, in the Advanced Course, Mr. Bruce Burslie states, “...the FY 2010 distributed Learning has one lesson specifically on ethics for strategic leaders.”<sup>63</sup> This is a six hour block of instruction titled, “Ethical and Moral Reasoning in Decision Making (Senior Leadership). Mr. Burslie further states, “...ethics is not directly addressed in the resident phase but ethics serves as a background for everything we teach”.<sup>64</sup> From the standpoint of the schoolhouse, it appears they are addressing the basic foundational needs for the Army Civilian, as well as the strategic Civilian in the Advanced Course. One area of the formal education process that has yet to be discussed is the Senior Service College (SSC) courses. Ethical thinking is addressed in the Strategic Thinking block of instruction at the U.S. Army War College. This is a three hour block of instruction, but ethical issues are routinely discussed throughout the seminars as the students teach themselves. As for the training they get at their organizations, it depends on how serious the senior leadership is to ensuring that this training is done. It is incumbent upon all senior leaders to train and develop their subordinates, as well as mentor them, on ethics. This is normally done through some sort of organizational Professional Development program.

Strategic Army Civilians will face many, “on the job”, opportunities to deal with ethical situations. In an article written by Mr. Martin L. Cook, Professor of Ethics at the

U.S. Army War College, he posits, “Modes of dealing with ethical issues which have served an individual well at some levels of leadership will become inadequate as that individual begins to function in more complex and unstructured environments”.<sup>65</sup> Therefore it is important for strategic Army Civilians to continually educate themselves through “on the job” training to help deal with some of these ethical issues. Internalizing the Army Values can assist them with these ethical issues.

In an Army War College Strategic Research paper, Ms. Maureen Viall, a DA Civilian, wrote of a survey she conducted on the students of Class 96-3 at the Army Management Staff College. She stated she wanted to, “...gain their opinions on a need for a code of ethics unique to Army employees”.<sup>66</sup> Within that survey she asked if a DA Civilian Code of Ethics would enhance a better understanding of why values are important to every member of the total force, 61 percent of the respondents agreed.<sup>67</sup> She also asked, if most DA Civilians understood Army Values, 55 percent of the respondents agreed leaving a total of 45% who were either neutral or disagreed”.<sup>68</sup> It is important to note that this study was done over 13 years ago and the Army had a different set of selected Army Values which were; courage, candor, competence, commitment and compassion. With this being said, it is still a concern that nearly half the people responding back then, who were predominantly senior level Army Civilians in the grades of GS 13-15's, still did not even understand the Army Values. The Army cannot take the risk of this past trend continuing in today's ACC. That is why the senior leadership initiated character development programs for Army Civilians. These programs incorporate Army Values as well.

Not knowing the current Army Values today can have a significant impact on ethical decisions by our current strategic Army Civilians. This is a strategic concern for the Army. In a noon time lecture at the Army War College on 5 October 2006, LTG (Ret) Foley spoke specifically about Ethics and Values. He linked our Army Values of today to a professional set of ethics. He said, "...sometimes there is a point in which your values take over...that Strategic and senior leaders should demonstrate values in front of their subordinates".<sup>69</sup>

Ultimately, strategic Army Civilians will have to deal with ethical issues during their careers in the Army. How they deal with them is influenced on whether they were successfully educated in understanding the ethical decision making process and how important Army values are in that process. It also depends on how well they have internalized the Army Values to assist them in making tough and often critical decisions. The process to resolve ethical dilemmas involves critical thinking based on the Army Values...By embracing the Army Values to govern personal actions, understanding regulations and orders, learning from experiences, and applying multiple perspectives of ethics, leaders will be prepared to face tough calls in life.<sup>70</sup>

### Recommendations

Department of the Army Civilians have access to the CES for their formal professional development. Embedded in the CES are the Army Values, which form the ethical bedrock of what all leaders build on to develop their character, especially for growing Army Civilian Pentathletes. There are several recommendations that strategic leaders need to address to improve how the Army grows these Army Civilian leaders of the 21<sup>st</sup> century.

The first recommendation regards the attendance of the ACC at these courses within the CES. Strategic leaders need to emphasize the importance to their workforce on attending CES courses. Strategic leaders must develop a mechanism for units to track, report, and be held accountable for their workforce's attendance and non-attendance at CES courses. Senior leaders are the key to motivating their subordinates to attend. Based on the statistics previously discussed, commitment from the senior levels of leadership is lacking in developing this most critical resource. Senior leaders need to continue to look to the future and realize the second and third order effects which will occur when their Civilians are given the opportunity to continue their education, or for that matter, not continue their education. There is no excuse as funding is provided.

The second recommendation deals with the Civilian promotion system. Army Civilians are not required to have any formal developmental training to qualify for promotion. In most cases they need just to apply. However, military Officers and Non-commissioned officers must be educationally qualified prior to getting selected for promotion or even attend certain schools such as Senior Service Colleges. There must be a requirement, regardless of job specialty, to attend these leadership development courses for positions of higher authority and responsibility. The author concedes that the lower grades Army Civilians, i.e., GS 3-7 levels may not need this developmental education prior to qualifying for promotion. However, any other position higher than those mentioned previously, and specifically those that have supervisory duties of subordinates must have the requirement of some developmental education. If the Army



requirement was to attend CES courses prior to getting promoted, more emphasis would be focused on attending them by our civilian employees.

The third and last recommendation is to require additional and specific ethical training in each of the CES courses. As Army Civilians are being placed in higher positions of authority and responsibility, more situations will arise dealing with ethical tones. The more training there is on how to work through the ethical decision making process, the better prepared our future strategic leaders will be to address ethical dilemmas appropriately. While the CES is progressive it needs to continually evolve as the mission of strategic Army Civilians changes to meet the needs of the Army.

### Conclusion

The Army Values plays a key role in the development of Army Civilians, especially the senior Civilian leaders and supervisors at the GS 13 level and higher. The internalization of these Army values allows them to understand that they are a part of something much larger than themselves. This internalization process of values is supported by taking the Oath as they enter into the Civil Service program. The Civilian Creed also supports the idea of values by being a part of the Creed itself. These two reinforcing mechanisms are just the start to the internalization process of these Army Values. It continues with Strategic Communications of the Army Strong campaign that includes a commercial, albeit on-line, of the Army Civilian and how they contribute to making the Army Strong. Overall though, the CES is the critical piece to educating the ACC current and future leaders, especially the senior level leaders that will be the continuity of our Army Civilian Corps. However, if the attendance rates continue at the current pace, the future of the ACC is in jeopardy of not developing an adequate number of Army Civilian leaders of the 21<sup>st</sup> century. Senior leaders are very important

in encouraging our subordinate leaders and even senior Civilian leaders to attend these courses. It should be mandatory for Army Civilian leaders prior to getting selected for promotion to higher levels of responsibility. Lastly, this paper touched on the ethical considerations that all senior Civilian leaders will deal with. According to FM 6-22, "Living the Army Values and acting ethically is not just for Generals and Colonels. There are ethical decisions made every day in military units and in offices on Army installations across the world. Army leaders should have the strength of character to make the right choices".<sup>71</sup> They get this training through the same educational system, ergo, supporting the argument that they need to attend these courses for the sake of improving the Army.

In the end, it will take fixing the shortfalls within the CES program itself, the emphasis of solid leadership examples by the Civilian strategic leaders, and the success of the strategic communications effort for the Army Civilian to understand how important their education is and how Army Values plays an important role in supporting the current and future force in this time of persistent conflict. Army Civilians are a part of the total force and the Army has the responsibility for developing Army leaders for the 21<sup>st</sup> Century.

## Endnotes

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<sup>3</sup> Headquarters, Department of the Army, *Army Leadership*, Field Manual 6-22 (Washington DC: Headquarters, Department of the Army, October 12, 2006), v.

<sup>4</sup> Ibid., 1-1.

<sup>5</sup> U.S. Army Training and Doctrine Command Office of the Chief of Public Affairs, [http://www.tradoc.army.mil/pao/Army Values/Army Values.htm](http://www.tradoc.army.mil/pao/Army%20Values/Army%20Values.htm) (accessed January 28, 2010).

<sup>6</sup> COL George Woods, U.S. Army, interview by author, COL John D. Cushman USAR, January 11, 2010.

<sup>7</sup> U.S. Army Training and Doctrine Command Office of the Chief of Public Affairs, [http://www.tradoc.army.mil/pao/Army Values/Army Values.htm](http://www.tradoc.army.mil/pao/Army%20Values/Army%20Values.htm) (accessed January 28, 2010).

<sup>8</sup> *The Merriam-Webster On-Line Dictionary Home Page*, <http://www.merriam-webster.com/dictionary/Internalize> (accessed January 30, 2010).

<sup>9</sup> U.S. Army Combined Arms Center, Army Training Support Center, Training Support Package (TSP), 158-100-1132, Identify Ways National, Army, and Individual Values and Professional Obligations Relate to Each Other (April 16, 1999) 13.

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<sup>11</sup> Ibid.

<sup>12</sup> Headquarters, Department of the Army, *Army Leadership*, Field Manual 6-22, 4-12.

<sup>13</sup> U.S. Army Combined Arms Center, Army Training Support Center, Training Support Package (TSP), 158-100-1132, Identify Ways National, Army, and Individual Values and Professional Obligations Relate to Each Other, 13.

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<sup>15</sup> Richard Peters, ed., *The Public Statutes at Large of the United States of America*, vol.1 (Boston: Charles C. Little and James Brown, 1845) 23.

<sup>16</sup> Headquarters, Department of the Army, *Army Leadership*, Field Manual 6-22, 2-2.

<sup>17</sup> Ibid.

<sup>18</sup> Lieutenant Colonel Kenneth Keskel, USAF, "The Oath of Office-A Historical Guide to Moral Leadership," *Air and Space Power Journal*, Winter 2002.

<sup>19</sup> Ibid.

<sup>20</sup> United States Army War College, *How the Army Runs*, Department of Command , Leadership and Management, (Carlisle Barracks, PA, 2007/2008), 335.

<sup>21</sup> Headquarters, Department of the Army, *Army Leadership*, Field Manual 6-22, 3-4.

<sup>22</sup> Gerras, Stephen J., Leonard Wong, and Charles D. Allen, "Organizational Culture: Applying a Hybrid Model to the U.S. Army." U.S. Army War College, November 2008, p.17.

<sup>23</sup> *The Soldiers Perspectives homepage*, <http://www.soldiersperspective.us/2009/04/09/army-civilians-make-the-army-strong/> (accessed December 3, 2009).

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<sup>26</sup> Review of Education, Training, and Assignments for Leaders (RETAL), Civilian Team Report (May 2006), 1.

<sup>27</sup> *Ibid.*, 3.

<sup>28</sup> *Ibid.*, 4.

<sup>29</sup> *Ibid.*

<sup>30</sup> *Ibid.*, 16.

<sup>31</sup> *Ibid.*, 17.

<sup>32</sup> *Ibid.*, 21.

<sup>33</sup> The Civilian Personnel On Line PERMISS website, <http://www.cpol.army.mil/library/permis/75b.html> (accessed January 19, 2010).

<sup>34</sup> *Ibid.*

<sup>35</sup> Review of Education, Training, and Assignments for Leaders (RETAL), Civilian Team Report (May 2006), 23.

<sup>36</sup> *Ibid.*, 25.

<sup>37</sup> Office of the Deputy Chief of Staff, G-3/5/7, "Developing Army Leaders for the 21<sup>st</sup> Century – Civilian Education System," memorandum for see distribution, Washington, DC, December 29, 2006.

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<sup>48</sup> Headquarter, Department of the Army, Deputy Chief of Staff, G-5/7/9 Training Directorate, Army Civilian Education System Policy (Washington, DC: November 2006), 7.

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<sup>50</sup> Ibid., 8.

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<sup>53</sup> *Civilian Personnel On Line Home Page*, Fiscal Year (FY) 04-11 Civilian human Resources Strategic Plan, Section II: Strategic Core, Army Values, <http://cpol.army.mil/library/civplans/sp04-11/sec02.html> (accessed January 8, 2010).

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<sup>56</sup> U.S. Army War College. Department of Command, Leadership, and Management. Strategic Thinking. Selected Readings, AY 2010, DeRemer, Lee. "They're Only Ethical Dilemmas If You Care", USAWC, May 2009, 291.

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<sup>58</sup> Ibid., 292.

<sup>59</sup> Ibid.

<sup>60</sup> Ibid., 293.

<sup>61</sup> Mr. John Plifka, e-mail message to author, January 22, 2010.

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<sup>63</sup> Mr. Bruce Burslie, e-mail message to author, January 22, 2010.

<sup>64</sup> Ibid.

<sup>65</sup> Martin L. Cook, "Moral Reasoning as a Strategic Leader Competency," undated, [http://www.au.af.mil/au/awc/awcgate/army-usawc/moral\\_dev.pdf](http://www.au.af.mil/au/awc/awcgate/army-usawc/moral_dev.pdf), 1.

<sup>66</sup> Maureen O. Viall, *Code of Ethics for Army Civilians – The Time is Now*, Strategy Research Project (Carlisle Barracks, PA: U.S. Army War College, April 4, 1997), 9.

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<sup>68</sup> Ibid., 11.

<sup>69</sup> Lieutenant General (Ret) Robert F. Foley, "Values and Ethics," noon time lecture, U.S. Army War College, Carlisle Barracks, PA, October 5, 2006, cited with permission of LTG Foley.

<sup>70</sup> Headquarters, Department of the Army, *Army Leadership*, Field Manual 6-22, 4-15.

<sup>71</sup> Headquarters, Department of the Army, *Army Leadership*, Field Manual 6-22, 4-16.

